

**REPORT - PLANNING COMMISSION MEETING**  
**August 11, 2005**

**Project Name and Number:** **Bicycle Master Plan General Plan Amendment (PLN2005-00354)**

**Applicant:** City of Fremont

**Proposal:** To consider the adoption of the updated Bicycle Master Plan and a General Plan Amendment to amend Chapter 8 (Transportation Chapter) of the Fremont General Plan consistent with the Bicycle Master Plan.

**Recommended Action:** Recommend to City Council

**Location:** City-wide

**Consultant(s):** Alta Planning and Design

**Environmental Review:** A negative declaration was prepared and circulated for the project.

**Public Hearing Notice:** A public hearing display ad was delivered to the Argus on July 25, 2005 to be published on July 29, 2005. In addition, 24 public hearing notices were mailed as a courtesy to interested parties.

**Background and Previous Actions:** In October 2002, the City Council adopted a Citywide Bicycle and Pedestrian Plan for the purpose of receiving its allocation of Measure B (local County tax) funds for bicycle and pedestrian projects and to satisfy application requirements of bicycle/pedestrian fund programs such as Bicycle Transportation Account (State funds available to cities for Bicycle projects). During the development and review process of the preliminary Bicycle and Pedestrian Plan, the City's Bicycle and Pedestrian Technical Advisory Committee, the Bicycle Advisory Committee (BAC), which is comprised of the same members of the Recreation Commission, and the Planning Commission recommended development of a more comprehensive Bicycle Plan?

In August 2004, City staff, Alta Planning and Design (City's Project Consultant) and the City's Bicycle Pedestrian Technical Advisory Committee began work on the development of a Citywide Bicycle Master Plan. The proposed plan uses and builds upon the City's current Bicycle and Pedestrian Plan. The process in the development of the Bicycle Master Plan has included two public meetings, revisions of several Draft Plans, as well as input from Fremont residents, local and regional bicycle organizations, other City Committees and non-city public agencies and jurisdictions such as ABAG.

**Recreation Commission Meeting:** The draft Bicycle Master Plan was presented to the Recreation Commission at their June 1, 2005 meeting. Four members of the public spoke at the meeting generally supporting the project. However, some concerns were raised regarding maintenance of the bicycle facilities, impacts to existing parking spaces on roadways and safety. The Recreation Commission commented that bicycle facilities, and specifically, the continuity of bike lanes needs to be completed. The Recreation Commission voted unanimously to recommend the Bicycle Master Plan to the Planning Commission and City Council.

**Project Description:** The Fremont Bicycle Master Plan provides a blueprint for making bicycling an integral part of daily life in Fremont. The Master Plan provides for a citywide system of bike lanes, bike routes, bike paths, bicycle parking, and other facilities to allow for safe, efficient and convenient bicycle travel within Fremont and connection to destinations in adjacent cities. This plan is consistent with the Fremont General Plan Transportation Goal 2 of "providing convenient alternatives to the automobile to conserve energy, reduce congestion, improve air quality and provide a variety of transportation choices to meet a variety of needs."

**Goals of Bicycle Master Plan:** The goals and policies in the proposed Fremont Bicycle Master Plan provides the long-term vision and serves as the foundation of the plan, while the policies provide more specific descriptions of actions undertake and implement the plan. These goals and policies are based on the policies identified in the existing (2002)

Fremont Bicycle and Pedestrian Plan, with modifications and additions to reflect this current plan's focus on bicycle facilities.

It's important to note that these goals are distinct to the Bicycle Master Plan and supplement the many goals and policies of the General Plan. Although internally consistent with the General Plan, the goals and policies of the Bicycle Master Plan are intended to be much more specific. They are incorporated by reference into the General Plan per the new Policy T 2.4.4 previously discussed. The following goals are included in the Bicycle Master Plan:

- **Goal 1:** Expand and Optimize Fremont's Bicycle Facilities
- **Goal 2:** Plan and Design for the Needs of Bicyclists
- **Goal 3:** Promote bicycle safety and increased bicycling through education, encouragement, and enforcement activities.
- **Goal 4:** Provide for regular maintenance of the bikeway network
- **Goal 5:** Facilitate Coordination and Cooperation in Development of the Bicycle Network
- **Goal 6:** Implement the Bicycle Master Plan

**General Plan Amendment:** The General Plan Amendment needed to approve the Bicycle Master Plan effects Chapter 8, Transportation, of the General Plan. The following summarizes the specific amendments needed:

- Amendment to Figure 8-8, *Existing Bicycle System*. This figure will be replaced with an updated "Existing Bicycle Network", identified as Figure 2-1 in the draft Bicycle Master Plan.
- Amendment to Figure 8-13, *Bicycle Facilities, Foot and Horse Trails*. This figure will be modified and divided between two figures. Because it contains Foot and Horse Trail information, this figure will be modified as Figure 8-13a and contain only Horse and Foot Trail information. The new Figure 8-13 will contain the proposed bicycle facility network as indicated in Figures 5-1 through 5-3 in the Bicycle Master Plan.
- The addition of the following policy and implementation measures consistent with the Bicycle Master Plan:

**Policy T 2.4.4:** *Develop bicycle facilities consistent with the goals and policies of the Bicycle Master Plan.*

**Implementation 1:** *Prepare a feasibility study involving a conceptual design and cost estimate for individual projects as needed.*

**Implementation 2:** *Explore and secure Federal, State, Regional and Local funding for bicycle projects as needed.*

**Implementation 3:** *Secure environmental approval consistent with CEQA for bicycle projects as needed.*

**General Plan Conformance:** The purpose of the General Plan Amendment is to update the General Plan consistent with the new Bicycle Master Plan, in particular Figures 8-8 and 8-13, and the policies and implementation measures affected by the new Bicycle Master Plan. Otherwise, the Bicycle Master Plan conforms to the following General Plan Goals, Objectives, and Policies of the General Plan:

- **Transportation Goal 2** – *Convenient alternatives to the automobile to conserve energy, reduce congestion, improve air quality, and provide a variety of transportation choices to meet a variety of needs.*
- **Objective 2.4** – *A safe and convenient bicycle network that facilitates bicycle travel for commuting to work, school, shopping and for recreation.*

- **Transportation Policy 2.4.1-** *Complete the bicycle route system identified on the Planned Bicycle Route, Horse and Foot Trails map, Figure 8-13.*

This Policy will be modified as follows:

**Transportation Policy 2.4.1-** *Complete the bicycle route system identified on the Planned Bicycle Network, Route, Horse and Foot Trails map, Figure 8-13.*

- **Implementation 1:** *Develop a priority list for planned public improvements, emphasizing bicycle route connections.*

This implementation measure has been addressed in the Bicycle Master Plan by identifying a list of priority projects. However, it is important to note that this implementation is ongoing and updated every two years as part of the Capital Improvement Program (CIP).

- **Implementation 2:** *Periodically review and update bicycle route map to show where improvements have been made, and to identify new priorities.*

This implementation measure has been addressed in the Bicycle Master Plan by updating the Bicycle Route Map. However, this implementation measure is also ongoing as new facilities and improvements are made.

- **Implementation 3:** *Amend street improvement ordinance to require dedication and construction of bicycle routes as indicated on the bicycle system diagram.*

The Engineering Division consistently acknowledges and accommodates bicycle facilities in their design of street improvement projects. However, the actual implementation of this measure through an amendment to the ordinance has not been completed.

- **Implementation 4:** *Provide for bicycle safety in the design of interchanges where crossings are shown on the bicycle route diagram.*

The Engineering Division consistently acknowledges and accommodates bicycle facilities in their design of interchange crossings. This measure is also addressed through a recommendation in the Bicycle Master Plan.

- **Implementation 5:** *Where conflicts arise between critically needed parking spaces and bicycle lanes, consider changing bicycle routes, prohibiting parking during peak hours, or developing off-street parking. If necessary, consider prohibiting parking where it would obstruct bicycle routes.*

This measure is acknowledged and implemented on a case by case basis when improvements are constructed.

- **Transportation Policy 2.4.2 –** *To increase bicycle safety, the bicycle system shall consist of on-road striped bicycle lanes and off-road bicycle trails wherever feasible.*

- **Implementation 1:** *Continue use of state standards for construction of bicycle lanes and bicycle trails, at a minimum.*

This measure is implemented when improvements are constructed and continues to be recommended in the Bicycle Master Plan.

- **Transportation Policy 2.4.3 –** *Promote bicycle travel.*

- **Implementation 1:** *Along bicycle routes, provide bicycle route signs that indicate major destinations.*

This measure is a recommendation of the Bicycle Master Plan. An actual bicycle signage and wayfinding plan has not been developed by the City.

- **Implementation 2:** *Make available to Fremont households and businesses an easy to use bicycle route map.*

To date, this measure has not been implemented but is a recommendation of the Bicycle Master Plan. It should be noted that it is the intent of the Transportation Engineering Division to implement this measure as their first action after the Bicycle Master Plan is adopted.

- **Implementation 3:** *Continue to maintain adequate sweeping and pavement repairs on bicycle routes.*

This implementation measure is ongoing.

- **Implementation 4:** *Monitor bicycle accident levels and recommend safety improvements where needed.*

This implementation measure is ongoing and continues to be recommended in the Bicycle Master Plan. Table 4-4 of the Bicycle Master Plan summarizes bicycle collision in Fremont from 2000-2004.

- **Implementation 5:** *Amend the zoning code to require adequate and secure bicycle parking facilities at all new or substantially modified commercial or industrial development projects, educational and recreational facilities, and transit centers.*

To date, this measure has not been implemented but is a recommendation of the Bicycle Master Plan.

- **Implementation 6:** *Work with Alameda County, Newark, Milpitas, San Jose and Union City to coordinate bicycle routes.*

This implementation measure is ongoing.

- **Implementation 7:** *Work with ABAG to coordinate connections between Fremont's bike system and ABAG's Bay Trail.*

This implementation measure is ongoing. The Transportation Engineering Division is coordinating this effort with ABAG over the next few months.

- **Implementation 8:** *Consider the establishment of bicycle safety measures, either sponsored by the City or jointly sponsored with the school district or other appropriate organizations.*

This implementation measure is ongoing and is a recommendation of the Bicycle Master Plan.

**Major Recommendations of the Bicycle Master Plan:** The main objective of the Bicycle Master Plan (BMP) is to provide bicyclists safe and accessible routes to all destinations within and outside of the City served by roadways, public trails, transit and rail. A major component of the project involved the inventory the City's existing bicycle network and based on the evaluation of the City's existing bicycle facilities, a Priority Project List (PPL) was developed. The bicycle network inventory information will enable the City to plan strategically on how to improve existing facilities and where to implement new projects based on needs and anticipated new growth. In addition to the evaluation of existing facilities, the work plan included a review of the City General Plan, Specific Plans, Municipal Code and Development Policies, and other internal materials related to bicycle facilities and bicylists needs. Some implementation measures may require future zoning text amendments. The following is a summary of new or major recommendations of the proposed BMP:

## ***Expanded Bikeway Network***

This Bicycle Master Plan recommends expanding and enhancing Fremont's existing bikeway network with approximately 10 miles of new Class I bike paths, 13 miles of new Class II bike lanes, and 31 miles of new Class III bike routes. The following differentiates between Class I, II and III bicycle facilities:

- Class I facilities consist of trails or paths separate from a street.
- Class II facilities consist of identified bike lanes on a street.
- Class III facilities consist of identified bike routes usually with signage only.

The cost of the recommended projects is estimated to be about \$5.6 million dollars for Class I projects, \$399,000 for Class II projects, and \$162,000 for Class III projects, combined for a total system cost of about 6.2 million dollars. The recommended bikeway network is shown in Figure 5-1 in Chapter 5, and the proposed cost breakdown is provided in Table 6-1 in Chapter 6 of the Bicycle Master Plan (see applicable sections of the attached Draft Bicycle Master Plan for all figures and tables referred to in this report). These projects are scheduled for completion in the next 20 years, and the sources and funding varies from annual guaranteed funds such as the Measure B Bicycle and Pedestrian Program, Transportation Development Act Article 3 Bike and Pedestrian funds and competitive grants such as Bicycle Transportation Account and Measure B Bicycle and Pedestrian Discretionary funds.

In addition to the planned bikeways and bicycle facilities, this plan outlines new support, educational and encouragement programs including bicycle parking improvements, bicycle safety and education programs, safe routes to school programs, community and employer outreach programs, and bike-to-work day events.

## ***Updated Bicycle Network***

A bikeway network is a system of bikeways that for a variety of reasons incorporate safety, convenience, directness of routes and greater level of service for bicyclists. It is important to recognize that, by law, bicyclists are allowed on all streets and roads regardless of whether they are a part of the designated bikeway network. The recommended bikeway network described in the Plan serves as a tool that allows the City to focus and prioritize bicycle facility implementation efforts where they will provide the greatest benefit to bicyclists and the community at large.

## ***Bicycle Collision Analysis and Education Programs***

Safety is a major concern of both existing and potential bicyclists. For those who ride, safety is typically an on-going concern. For those who don't ride, it is one of the most compelling reasons not to ride. In discussing bicycle safety, it is important to separate out perceived dangers versus actual safety hazards. Data for reported bicycle collisions were collected for the calendar years 2000 to 2004 in Fremont, and are presented in Table 4-4 of the Plan.

The Plan encourages the Fremont Police Department to continue to perform enforcement of vehicle statutes relating to bicycle operation. A particular focus should be on individuals riding the wrong direction, or riding on the sidewalk, as these behaviors increase the chance that a cyclist will be involved in a collision. Enforcement of vehicle laws related to bicycling can serve as an educational tool, as some individuals may simply not understand that they are breaking the law and putting themselves at risk. For the City's bicycle planning effort, Transportation Engineering should continue to review and monitor bicycle and pedestrian accident data to improve safety through the bicycle network.

Existing school education programs conducted by the Police Department and other programs such as Safe Moves should be continued and supported by a secure, regular funding source. A joint City/school district Safety Committee should be formed consisting of appointed parents, teachers, student representatives, administrators, police, active bicyclists and Transportation Department staff whose task it is to identify problems and solutions, ensure implementation, and submit recommendations to the School Boards or City Council. This effort should contribute to the development of the Safe Routes to School program.

This plan has identified a number of Class III neighborhood bike routes that will benefit school children that bicycle to school. A Safes Route to School program to identify and improve routes for children to walk or bicycle to school is one of

the most effective means of reducing AM traffic congestion and addressing existing safety problems. Most effective school commute programs are joint efforts of the school district and city or county, with parent organizations adding an important element.

For adult education, the Plan recommends the development of local adult bicycle education and safety programs, such as the League of American Bicyclists courses and partnering with other local jurisdictions to develop adult education programs. The Plans recommendation of enforcement and education programs will contribute in the effort to improve safety and reduce collisions.

### ***Bicycle Traffic Signal Detection Standards***

To enable safe bicycle travel through signalized intersections, bicycles should be detected at the waiting positions used by cyclists proceeding through and turning left. Detection of vehicles and bicycles is performed either with inductive loops (in-pavement metal detectors, combined with change detection circuitry) or video (overhead cameras combined with image processing software).

For locations that have ongoing maintenance or adjustment problems, the Plan recommends consideration of the use of video detection. While the cost of video detection is more expensive in the short term, it should provide a long-term cost savings with reduced maintenance costs. Use of video image detection should sense bicycles in all approach lanes and also on the left side of right-turn channelization islands. Some video systems can estimate approach speed, and this capability could be used to extend the green time for slow objects assumed to be bicycles.

### ***Proposed Bicycle Parking and Shower Requirements***

Support facilities are an important component of a bicycle transportation system. Support facilities such as bicycle racks on buses, bicycle parking racks, and showers and lockers for employees further improve safety and convenience for bicyclists. The Plan recommends that bicycle parking should be installed on public property, or available to private entities on an at-cost basis. Bike racks are provided at few local schools and at virtually no downtown locations in Fremont. An overall lack of safe and secure bicycle parking is a concern of bicyclists who may wish to ride to work or to shop.

The Plan recommends the City consider adoption of a bicycle parking ordinance, which requires that bicycle parking facilities be included in all new commercial and office development projects in Fremont. For example, all new commercial development or redevelopment in excess of 40,000 gross leasable square feet should be required to provide one bicycle rack per 10 employees. Currently there are no requirements for bicycle parking accommodations in the City of Fremont Municipal Code. Such an ordinance would be a complement to the city's parking requirement, which would add parking facilities to existing commercial and office locations. Model bicycle parking zoning ordinance language is provided in Appendix D of the Plan.

The Plan also encourages consideration for implementation of shower facilities requirement for new developments. Encouraging employers to provide shower and locker facilities for employees should be a component of all commute and traffic demand management programs as these facilities provide for current commuters and may encourage more commuters to ride their bicycles. Most of Fremont's largest employers provide no designated bicycle parking, locker, or shower facilities (see Table 2-5). Several cities condition the approval of new construction and development to provide shower and locker facilities. For example, the model planning ordinance for the City of San Francisco, provided in Appendix D, requires that new industrial and commercial developments over 10,000 gross square feet in floor must provide one shower and two clothes lockers.

### ***Bikeway Planning and Design Appendix***

A Bikeway Planning and Design Appendix has been included to compliment the Fremont Bicycle Master Plan. The concepts presented are intended to supplement the bikeway design guidelines for typical bikeway situations provided in the Caltrans Highway Design Manual, the 2003 Manual of Uniform Traffic Control Devices (MUTCD) and 2003 MUTCD California Supplement. Having a toolbox of strong and innovative design guidelines will allow the City to improve the quality of the bicycle network by applying the highest standard of bicycle safety, comfort and convenience. In order to

implement bikeway designs not in the MUTCD, MUTCD 2003 CA Supplement or California Highway Design Manual the City would need to adopt new City Standard Details and Specifications.

A highlight of this Appendix is the “Shared Lane Marking” stencils, an additional treatment for Class 3 (bicycle route) facilities. The stencil can serve a number of purposes, such as making motorists aware of bicycles potentially in their lane, showing direction of travel and proper positioning in the roadway, providing a reminder to bicyclists to bike further from parked cars to prevent “dooring” collisions. This tool is only one of a variety of tools or treatments presented that would improve safety and enhance travel for bicyclists.

### ***Updated Projects List***

The recommended Fremont bikeway network shown in Figure 5-1 focuses on providing north-south and east-west bikeways that facilitate cross-town trips, provide access to major destinations such as schools, parks, commercial corridors and civic buildings, and provide for regional connectivity. The existing Class II network along major streets such as Fremont Boulevard, Mission Boulevard, and Paseo Padre Parkway has been enhanced with projects that connect gaps in the system and link to other bike routes. In addition, an extensive network of new neighborhood Class III routes has been proposed that utilizes neighborhood street segments to encourage less experienced cyclists, families or children to use their bicycles for commuting, errands, and recreation.

Several of the proposed Class III facilities are identified as “Shared Use” Facilities. “Shared Use” refers to the designation of these Class III facilities on higher volume roadways, rather than the low-volume neighborhood streets that are often associated with Class III bike routes. Although full Class II bike lanes would be desirable on these higher traffic roadway segments, due to roadway width and/or on-street parking, bike lanes were determined not to be feasible within the existing right-of-way. In most cases, these segments are relatively short and connect between other Class II segments. The “Shared Use” enhancements referred to in the text could consist of signage and stenciling such as the Shared-Use pavement marking that has been studied and implemented in cities such as San Francisco (see Appendix A, Bikeway Planning and Design). While these signs and markings do not alter the roadway geometry, they do provide a higher degree of visibility for cyclists, help to position cyclists outside of the door zone where on-street parking exists, and alert motorists to expect cyclists to be sharing the travel lane. The proposed Class III Shared Use segments are viewed as important links in the overall citywide bikeway network.

The Plan recommends the update of the Projects list every two years in coordination with the City's Capital Improvement Program process which satisfies the City's bicycle and pedestrian goals and objectives. The Plan also recommends the City to continue to identify and apply for public funding sources to finance bicycle/pedestrian facilities, education and safety programs.

**Environmental Analysis:** An Initial Study has been prepared for this project. The environmental analysis did not identify any potential impacts as a result of the proposed project and accordingly a Negative Declaration has been prepared for consideration by the Planning Commission. A more detailed description is provided within the Initial Study for the project, which is included as an enclosure.

The initial study conducted for the project has evaluated the potential for this project to cause an adverse effect -- either individually or cumulatively -- on wildlife resources. There is no evidence the proposed project would have any potential for adverse effect on wildlife resources. Based on this finding, a Certificate of Fee Exemption will be submitted with the Notice of Determination after project approval, as required by Public Resources Code section 21089 (see attachment to draft Negative Declaration). The Certificate of Fee Exemption allows the project to be exempted from the review fee and environmental review by the California Department of Fish and Game.

### **Response from Agencies and Organizations:**

This project was submitted to the Alameda County Congestion Management Agency (ACCMA) for review to determine if implementation of the proposal would create an impact on the regional transportation network. The ACCMA has not commented on the project.

**ENCLOSURES:** Exhibit "A" General Plan Exhibit  
Exhibit "B" Draft Bicycle Master Plan  
Initial Study and Draft Negative Declaration  
Recreation Commission Minutes of June 1, 2005 (informational)

**EXHIBITS:** Exhibit "A" General Plan Exhibit  
Exhibit "B" Draft Bicycle Master Plan  
Initial Study and Draft Negative Declaration

**Recommended Actions:**

1. Hold public hearing.
2. Recommend that the City Council find the initial study conducted for the project has evaluated the potential impacts that could cause an adverse effect, either individually or cumulatively, on wildlife resources and find that there is no evidence the project would have any potential for adverse effect on wildlife resources. As a result, recommend the filing of a Certificate of Fee Exemption for the project.
3. Recommend to the City Council the adoption of a Negative Declaration finding that there is no substantial evidence that the project will have a significant effect on the environment and further find that this action reflects the independent judgment of the City of Fremont.
4. Find that the project is in conformance with the relevant provisions contained in the City's General Plan. These provisions include the designations, goals and policies set forth in the General Plan's Transportation Chapter as enumerated within the staff report.
5. Recommend to Council approval of PLN2005-00354 to amend the General Plan Transportation Chapter for the project in conformance with Exhibit "B" (General Plan Amendment Exhibit).
6. Recommend to Council the adoption of the Bicycle Master Plan.



**Exhibit “A”**

**General Plan Exhibit  
PLN2005-00354  
Bicycle Master Plan**

Proposed language to be added to (or deleted from) the General Plan:

**Policy T 2.4.1-** Complete the bicycle route system identified on the Planned Bicycle Network. ~~Route, Horse and Foot Trails map, Figure 8-13.~~

**Policy T 2.4.4:** Develop bicycle facilities consistent with the goals and policies of the Bicycle Master Plan.

**Implementation 1:** Prepare a feasibility study involving a conceptual design and cost estimate for individual projects as needed.

**Implementation 2:** Explore and secure Federal, State, Regional and Local funding for bicycle projects as needed.

**Implementation 3:** Secure environmental approval consistent with CEQA for bicycle projects as needed.

**Exhibit “A”**

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PLN2005-00354  
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